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28 March 1950

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MEMORANDUM TO: Management Officer
Chief, COMPS
AD/CSI
AD/OCB
AD/CO
AD/OSO

FROM : Assistant Director, COME

SUBJECT : Requirements

REFERENCE : a. OGD Memorandum of 21 January 1950, Subject, "Requirements"
b. OGD Memorandum of 9 February 1950, Subject, "How Not To
Come To Grips With A Problem"
c. OGD Memorandum of 10 February 1950, Subject, "Requirements"

1. References a., b., and c., above, have so covered certain aspects of the requirements problem that comments from COME also appear necessary in an attempt to clarify confused issues and to state certain basic principles which it is believed will be of value in planning for future improvements in the requirements process.

2. For the purposes of clarity, COME comments on references a. and b. are made at the outset, while discussion of certain points made in reference c. will be made later on in this memorandum.

3. The premise upon which references a. and b. rest is not understood as it relates to COME. Possibly it is a misunderstanding of COME's view, here reaffirmed, that requirements should not originate in collection offices. Subject references state, however, that COME apparently is dissatisfied with the way requirements are being coordinated.

4. COME has not and does not wish to convey the dissatisfaction in the manner and limited sense that constitutes the grievance of references a. and b.

5. COME believes that there are defects in the requirements machinery at present. It has never stated, however, that coordination is the most

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important problem, or that coordination is the most important phase of the requirements process. CRE will say at this time that when coordination of requirements is necessary, there are more effective means available than are being employed at present.

6. CRE considers that the basic problems in the requirements process involve; getting the requirements to collectors in the fastest possible way appropriate to the priority of the requirements in the most complete and collectable form; and in getting the best possible answer back to production office in the shortest time. Anything that retards or adulterates the achievement of these goals is a defect in the system. In some cases it may be that even perfect coordination becomes a defect in the system if it delays transmission of an urgent requirement to the field for collection. Therefore, the determination of when there is or is not time to coordinate a requirement should be placed with the production office originating the requirement.

7. The exact nature and function of requirements in the intelligence process is often overlooked - no doubt because the compartmentalization and specialization within a large organization tends to obscure the major objectives toward which the various components of the organization are working. It is pertinent in this paper to review briefly the function of requirements in the over-all intelligence process.

8. To CRE and OSI a requirement is a request, explicitly stated, for certain information that is necessary to prepare a complete and accurate estimate of some foreign situation affecting U. S. foreign policy or national interests. In most cases a requirement reflects some deficiency in the analysts knowledge about some aspect of an international situation that CRE

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and OSI consider important, or about which some U. S. policy body has asked. No CIA estimate can be considered adequate if the requirements of ORE and OSI are not adequately formulated and adequately answered.

9. Requirements are a statement of an intelligence analysts needs. They are the explicit request for more or new information from collection offices. This phase of the requirements process is more obvious than the "implicit" phase. Intelligence jargon has covered the "implicit" phase of the requirement process with the term "spontaneous collection". What is meant, of course, is collection in response to the known or implied requirements of production offices. In short, all collection is in response to requirements from production offices. The collector collects what the analyst has asked for, or what the analyst would have asked for if he were on the spot and knew that the information existed.

10. In the strictest sense, the written requirement is but the administrative expression of an ORE or OSI analysts needs -- an administrative means of actuating the long arm of the collection machinery. To the collection offices a requirement is often an isolated and meaningless request for an isolated and meaningless scrap of information. The requirement has no intrinsic value to any collection office -- ~~in~~ their action is objective and impartial, and urgency and priority are not within their competence to determine.

11. There can be no collection for collection's sake. The recent reduction in collection personnel and the increasing difficulty of collection in key areas preclude collection designed to procure all available information for the purpose of filling file cabinets or machine indexes.

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12. An analysis of the formulation phase of the requirements process should be helpful in further explaining why OHA believes that production offices should be the only originators of requirements and why the requirements organization should be vested in the production offices.

13. Under formulation comes all the substance of the requirements process. In this state the requirement is expressed by the analyst or analysts, and is placed in the proper frame of reference complete with priorities and deadlines. Coordination is part of the formulation stage. Coordination of requirements, when it is necessary and when it will not slow down the treatment of urgent requirements, can be best accomplished by the interested analysts, or by an agency of specialized requirements analysts in the production offices. In most cases coordination can not, and certainly should not, be carried out as a function apart from the initiation of the requirement.

14. Intelligence analysts are seldom familiar with the processing of requirements and the devious means of collecting information to satisfy their requirement. Often, intelligence analysts have difficulty expressing their needs in coherent terms, and in a manner that will be understandable to lay collectors in the field. There must be, as part of the formulation stage, a group of requirements analysts, trained and experienced in the processes of production offices and aware of the capabilities, functions, and processes of collection offices. This group must of necessity be part of the production offices, so that they are at all times immediately responsive to the intelligence analysts and under the supervision of the production office. The formulation of requirements is an integral part

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of the intelligence process, as substantive as production, and cannot be separated from the influence, priority, and supervision of intelligence production.

15. There need be no controlling, coordinating, or centralizing mechanism between the production office formulating requirements and the collection office or agency. In those few cases where requirements need coordinating it can be done faster and better by the contact of production office to production office. There is not time or reason to dilute the process by passing requirements to an "objective" and unspecialized office to carry out this step. There has to be only one body of specialized requirements personnel and it should be as close as possible to the source of the request. Any separation of the formulation of the need of an analyst from the means of getting this need fulfilled brings about a loss of quality in the requirement and in speed of handling.

16. ORE considers formulation to encompass:

- a. the stated need of the analyst.
- b. the clarification, and collectability of the stated need.
- c. the establishment of priority and deadline.
- d. coordination of the requirement when necessary and when there is time
- e. analysis of collection office and agencies most likely to successfully complete action on the request.
- f. transmittal of the requirement to collection agencies for action.

Production offices must have full responsibility for, and control and supervision over, the formulation stage of the requirements process if intelligence collection is to be made responsive to the needs of intelligence production.

17. With regard to paragraph 5, of reference a., ORE both agrees and

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disagrees with the COAPS statement that is quoted. Specifically, ONE comments are as follows:

a. On the advisability of establishing a requirements coordinating committee ONE agrees that the need is not recognized or that such a system is practicable.

b. ONE also agrees with COAPS that it is wise to use established interagency committees, when possible, to formulate and coordinate requirements in specific fields of intelligence. In those cases where substantive intelligence committees meet to consider intelligence matters it has been found highly advisable to assign requirements analysts from ONE as regular members to assist in the formulation of intelligence information requirements.

c. ONE sees no reason for OCD to "coordinate" requirements when such committees do not exist for the various reasons that have been set forth in this paper so far.

18. ONE concurs for the most part with the AD/OC's memorandum of 10 February 1950 (Reference c.). ONE feels especially strong about paragraph 9, and wishes to confirm the AD/OC's statement that intelligence analysts probably do not know when information they require is available in Washington. In fact, due to the knowledge that there must be vast quantities of as yet undiscovered intelligence information in the files of the government agencies and departments, ONE has on two occasions requested that a survey be undertaken to determine the intelligence potential of government organizations in Washington. Although a comprehensive survey of this type should have been one of the first CIA jobs, the surface of this problem has not been scratched after three years

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of agency operations.

19. ORE's concern over the AD/OC's memo is regarding the general tenor of the exposition which seems to indicate the requirements should be formulated to meet fortuitous collection opportunities, rather than to reflect production needs. It is known from experience in working with OC, however, that such a belief is not actually held in OC and ORE has added this comment in an effort to further improve the appropriate relationship of the requirements function to intelligence production.

20. In conclusion, the following principles are offered to supplement the opinions and comments stated in this paper and to provide a guide for future planning for the most effective CEA requirements system:

- a. All intelligence collection should be in response to requirements
- b. The formulation of requirements is a substantive not an administrative function and must be a function of producing offices
- c. Requirements are a direct implementation of production programs and schedules
- d. There must be, as part of the formulation stage of the requirements process, a group of requirements analysts, trained and experienced in the processes of production offices and aware of the capabilities, functions, and processes of collection offices.
- e. The requirements analysts must of necessity be part of the production office so that they are at all times immediately responsive to the intelligence analysts and under the supervision of the production offices.
- f. Effectiveness in requirements is increased directly in

proportion to the reduction in the number of processing organizations

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that stand between the original requestor on the one hand and the agencies authorized to accept the requirement for collection action on the other.

g. The requirements organization of the producing office should submit requirements directly to collection offices and be able to negotiate directly with them on requirements matters.

h. Coordination, when it is necessary, and when time allows, can be accomplished more effectively by the negotiations of producing office to producing office or specialist to specialist. The principle applies to CIA relationships with IAC agencies as well as within CIA.

i. Priorities of requirements can be established only by the originating production office.

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